

## Message Text

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DRC-01 SCI-06 /154 W

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FM AMEMBASSY BONN

TO SECSTATE WASHDC IMMEDIATE 0272

INFO USMISSION NATO BRUSSELS PRIORITY

USMISSION BERLIN

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C O N F I D E N T I A L SECTION 01 OF 03 BONN 02065

E.O. 11652: GDS

TAGS: PGOV, NATO, GR, GW, GE, US, UK, WB

SUBJECT: NATO BRIEFING ON BERLIN ACCESS

REF: (A) STATE 22254; (B) BONN 1877 (PARA 8)

SUMMARY: AT FEBRUARY 7 MEETING THE BONN GROUP AGREED  
TEXT OF BRIEFING FOR NATO ALLIES ON RECENT BERLIN ACCESS  
DIFFICULTIES ALONG TRANSIT ROUTES (REFTELS), AD  
REFERENDUM FOR REFERRAL TO CAPITALS. THE FRENCH, FRG  
AND U.S. REPS ALL CONTINUE TO STRONGLY FAVOR SUCH  
A BRIEFING, BUT THE UK REP SAID HE COULD NOT COMMIT HIS  
AUTHORITIES TO IT BEFORE CHECKING BACK, IN VIEW  
OF INSTRUCTIONS HE HAD RECEIVED FROM LONDON EARLIER THIS  
WEEK. HE NEVERTHELESS AGREED TO TRY TO BRING HIS  
AUTHORITIES AROUND. ACTION REQUESTED: WOULD APPRECIATE  
DEPARTMENT'S COMMENTS ON TEXT BELOW, IF POSSIBLE BY  
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FEBRUARY 8; IF FCO CAN AGREE TO DO THE BREIFING AND TEXT

ACCEPTABLE TO CAPITALS, WE BELIEVE IT STILL POSSIBLE TO CIRCULATE THE DOCUMENT IN NATO BEFORE THE END OF THE WEEK. END SUMMARY.

1. BEGIN TEXT:

SUBJECT: RECENT FRG-BERLIN TRANSIT TRAFFIC  
DIFFICULTIES

(A) THE U.S., BRITISH, FRENCH AND WEST GERMAN AUTHORITIES IN BONN HAVE PREPARED THE FOLLOWING REPORT FOR THE INFORMATION OF THE NATO ALLIES ON RECENT DIFFICULTIES WITH REGARD TO FRG-WEST BERLIN TRANSIT TRAFFIC. THE REPORT ALSO CONSIDERS THE POSSIBLE LINKAGE BETWEEN THESE DIFFICULTIES AND THE RECENT DECISION OF THE FEDERAL GOVERNMENT TO ESTABLISH THE FEDERAL ENVIRONMENTAL AGENCY IN WEST BERLIN.

(B) CONTROLS OF TRAVELERS ON ALL TRANSIT ROUTES BY EAST GERMAN ARMY, POLICE AND CIVILIANS OCCURRED LATE JANUARY 25 AND CONTINUED UNTIL ABOUT 1800 HOURS ON JANUARY 26. THERE WERE FURTHER REPORTS OF MINOR CONTROL MEASURES ON FEBRUARY 1, 2 AND 4 WHICH OUR AUTHORITIES HAVE SO FAR BEEN UNABLE TO CONFIRM. ON JANUARY 25-26, TRAVELERS IN INDIVIDUAL VEHICLES WERE REQUIRED TO OPEN THEIR LUGGAGE COMPARTMENTS AND TO PERMIT INSPECTION OF THE VEHICLE INTERIORS. SOME TRAVELERS HAD TO GET OUT OF THEIR CARS. THE DRIVER'S CAB AND SLEEPING COMPARTMENTS OF TRUCKS WERE ALSO INSPECTED. THESE MEASURES WERE CARRIED OUT ON APPARENTLY A RANDOM BASIS, NOT ONLY AT THE BORDER CROSSING POINTS BUT ALSO ON THE TRANSIT ROUTES, WITH THE USE OF POLICE CARS, BARRIERS AND TRANSPORTABLE TRAFFIC LIGHTS. SEVERAL TRAVELERS STATED THAT THEY WERE CHECKED UP TO SEVEN TIMES.

(C) ON JANUARY 26, THE FRG AUTHORITIES SOUGHT CLARIFICATION OF THE REASONS FOR THE DIFFICULTIES FROM THE GDR. ON JANUARY 31, THE FRG AUTHORITIES POINTED OUT THAT SUCH RANDOM INSPECTIONS ARE NOT PERMISSIBLE  
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UNDER THE INNER-GERMAN TRANSIT TRAFFIC AGREEMENT OF 1971. THE GDR AUTHORITIES' EXPLANATION ON BOTH OCCASIONS WAS THAT THE CHECKS WERE AIMED ONLY AT FINDING WANTED CRIMINALS. THE CHECKS IMPOSED BY THE GDR ON VEHICULAR TRAFFIC HAD ALL THE APPEARANCES OF A SEARCH FOR DANGEROUS FUGITIVES: IN ADDITION TO WEST GERMAN AND WEST BERLIN VEHICLES BEING STOPPED AND SEARCHED, GDR VEHICLES WERE STOPPED AND SEARCHED AS WELL;

CHECKS WERE IMPOSED IN EAST BERLIN  
AND ON OTHER ROADS IN THE GDR BESIDES THE TRANSIT  
ROUTES; BARRIERS, WHICH VARIED IN NATURE FROM PLACE TO  
PLACE, WERE HASTILY THROWN TOGETHER AND WERE MANNED IN  
GREATER STRENGTH THAN WOULD NORMALLY BE EXPECTED FOR  
MORE THAN ROUTINE PURPOSES.

(D) GDR DEPUTY FOREIGN MINISTER NIER SPECIFICALLY  
STATED ON JANUARY 31 THAT THE CONTROLS HAD NOTHING TO  
DO\*WITH THE FEDERAL ENVIRONMENTAL AGENCY. WHETHER IN

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TRSE-00 SAJ-01 ACDA-19 IO-14 OMB-01 SCA-01 EB-11

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FACT AIMED AT WANTED CRIMINALS OR NOT, HOWEVER, THE GDR  
MEASURES HAVE TO BE CONSIDERED AGAINST THE BACKGROUND  
OF RECENT SOVIET-EAST GERMAN COMPLAINTS AGAINST THE  
ESTABLISHMENT OF THE FEDERAL ENVIRONMENTAL AGENCY IN  
WEST BERLIN. SINCE THE FEDERAL GOVERNMENT ANNOUNCED

ITS INTENTIONS WITH REGARD TO THIS AGENCY LAST AUGUST, SOVIET AND EAST GERMAN REPRESENTATIVES HAVE REPEATEDLY WARNED, BOTH IN OFFICIAL DEMARCHES AND IN PUBLIC STATEMENTS, AGAINST ITS LOCATION IN WEST BERLIN. THEY HAVE CLAIMED THIS IS NOT IN ACCORD WITH THE QUADRIpartite AGREEMENT IN THAT THE LATTER PROVIDED FOR A REDUCTION IN THE FEDERAL PRESENCE, THAT THE AGENCY'S ESTABLISHMENT IN WEST BERLIN WOULD REPRESENT A "UNILATERAL CHANGE" IN THE EXISTING SITUATION WHICH THE AGREEMENT SPECIFICALLY PROHIBITS, AND THAT IT WOULD VIOLATE THE PROVISION OF THE AGREEMENT WHICH NOTES THAT THE WESTERN SECTORS OF BERLIN "ARE NOT A CONSTITUENT PART OF THE FRG

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AND MAY NOT BE GOVERNED BY IT."

(E) IN REPLYING TO THE SOVIET ASSERTIONS, THE THREE POWERS HAVE STATED THAT THERE IS NO GENERAL PRINCIPLE IN THE QUADRIpartite AGREEMENT THAT PROVIDES FOR A REDUCTION IN THE FEDERAL PRESENCE; IN FACT, THE AGREEMENT SPECIFICALLY PROVIDES FOR THE MAINTENANCE AND DEVELOPMENT OF TIES BETWEEN THE FRG AND WEST BERLIN; AND THAT THE THREE POWERS WOULD NOT ALLOW THE FRG TO ESTABLISH AN OFFICE IN WEST BERLIN THAT COULD ACT IN A MANNER INCONSISTENT WITH THE AGREEMENT AND ITS ASSOCIATED DOCUMENTS. THE FEDERAL GOVERNMENT HAS CONVEYED THIS ALLIED POSITION TO THE GDR. THE SOVIETS AND EAST GERMANS HAVE THEREFORE BEEN GIVEN THE CLEAR ALLIED VIEW THAT THE LOCATION OF THE AGENCY IN WEST BERLIN WOULD NOT CONTRAVENE THE QUADRIpartite AGREEMENT.

(F) ON JANUARY 22, ON THE EVE OF THE FEDERAL CABINET'S DECISION TO LOCATE THE AGENCY IN WEST BERLIN, THE GOVERNMENT OF THE GDR CONVEYED TO THE GOVERNMENT OF THE FRG THAT A DECISION TO PROCEED WITH THE ESTABLISHMENT OF THE AGENCY IN WEST BERLIN WOULD COMPEL THE GDR AUTHORITIES TO EXAMINE THE QUESTION OF THE USE OF TRANSIT ROUTES BETWEEN THE FRG AND WEST BERLIN BY EMPLOYEES OF THE AGENCY, WITH ALL THE CONSEQUENCES WHICH WOULD FOLLOW. THE FEDERAL GOVERNMENT IMMEDIATELY INFORMED THE THREE POWERS OF THIS DEVELOPMENT. THE THREE POWERS MADE REPRESENTATIONS IN MOSCOW AND IN THEIR CAPITALS TO SENIOR SOVIET REPRESENTATIVES, RECALLING THAT UNDER THE PROVISIONS OF THE QUADRIpartite AGREEMENT TRAVELLERS MAY NOT BE EXCLUDED FROM THE TRANSIT ROUTES BETWEEN THE FRG AND WEST BERLIN, WARNING THAT SUCH AN ACTION AGAINST THE AGENCY EMPLOYEES WOULD CONSTITUTE A VIOLATION OF THE QUADRIpartite AGREEMENT, AND REQUESTING THAT THE USSR TAKE ALL NECESSARY STEPS TO ENSURE

THAT TRANSIT TRAFFIC REMAIN UNIMPEDED. SECRETARY  
KISSINGER ALSO DISCUSSED THE MATTER WITH MR. GROMYKO  
DURING THE LATTER'S VISIT TO WASHINGTON FEBRUARY 3-5.

(G) IN ASSESSING WHAT HAS OCCURRED WITH REGARD TO  
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TRANSIT TRAFFIC IN THE PAST WEEK, IT IS DIFFICULT TO  
JUDGE WHETHER OR NOT THE SEARCH FOR FUGITIVES WAS THE  
REAL CAUSE OF THE JANUARY 25-26 EVENTS. ALTHOUGH THERE  
IS NO HARD EVIDENCE CONNECTING THE TRAFFIC DIFFICULTIES  
WITH THE DECISION ON THE FEDERAL ENVIRONMENTAL AGENCY,

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THE FOUR ALLIED GOVERNMENTS CONSIDER THAT A POSSIBLE LINKAGE BETWEEN THEM CANNOT BE RULED OUT. THE GDR MAY HAVE USED AN OPPORTUNITY, REAL OR ARTIFICIAL, TO DEMONSTRATE ITS POTENTIAL ON THE TRANSIT ROUTES, PERHAPS TO TEST THE LIMITS OF WHAT IT COULD GET AWAY WITH.

(H) ALL FOUR ALLIED GOVERNMENTS WILL CONTINUE TO WATCH DEVELOPMENTS CAREFULLY. RECENT EVENTS ON THE TRANSIT ROUTES WILL BE THE SUBJECT OF FURTHER DISCUSSION BETWEEN FRG AND GDR REPRESENTATIVES. END TEXT.

2. UK REP SAID HIS AUTHORITIES WERE CONCERNED THAT NAC BRIEFING WOULD OVERDRAMATIZE THE RECENT DIFFICULTIES AND FCO THEREFORE HAD RESERVATIONS. US REP, SUPPORTED BY FRENCH AND FRG REPS, SAID THIS WAS A SITUATION THAT WARRANTED NATO'S ATTENTION: IT WAS SUGGESTED THAT TO CONFIDENTIAL

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AVOID TOO HIGH A PROFILE, PERHAPS THE BRIEFING REPORT COULD BE CIRCULATED BY A LETTER AT THE SPC LEVEL. THIS SEEMED ACCEPTABLE TO UK REP. IT WAS NOTED THAT SINCE US WAS CHAIRMAN ALLY IN BERLIN THIS MONTH, THE US SIDE IN NATO SHOULD BE THE ONE TO CIRCULATE THE REPORT.  
HILLENBRAND

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## Message Attributes

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**Current Classification:** UNCLASSIFIED  
**Concepts:** BERLIN ACCESS, BERLIN QUADRIPARTITE MATTERS, BERLIN ACCESS DISPUTES, DIPLOMATIC DISCUSSIONS, BORDER CONTROLS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 07 FEB 1974  
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**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** golinofr  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
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**Drafter:** n/a  
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**Handling Restrictions:** n/a  
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**Subject:** NATO BRIEFING ON BERLIN ACCESS  
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**To:** STATE  
**Type:** TE  
**Markings:** Declassified/Released US Department of State EO Systematic Review 30 JUN 2005